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AUTHOR Miller, Minor R.
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ABSTRACT

Apprenticeship training is structured on-the-job training combined with related classroom instruction. Most apprenticeship training is paid for by private businesses, with some training paid for by organized labor. Some apprenticeship programs have been developed in correctional facilities, both federally operated and state-operated institutions. Currently, more than 125 apprenticeship programs, with several thousand participants, have been set up throughout the country with help from the Bureau of Apprenticeship and Training of the U.S. Department of Labor. Some of the programs are for inmates only, some for corrections facilities staff, and many for both. Some prisoners have successfully completed apprenticeship programs and have gone on to become successful employees of private businesses or industries. Some of the problems of implementing a correctional apprenticeship program include getting minimum wage waivers, giving related instruction outside of vocational education or community college facilities, administration, and transfer of inmates from one facility to another. Although setting up an apprenticeship program can be difficult, it is worth the effort. One study showed that the recidivism rate for prisoners who had completed an apprenticeship program was one-third the rate of others released. Such programs can help prepare prisoners while helping to prepare the work force needed for the future. (KC)

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APPRENTICESHIP/TRAINING IN CORRECTIONAL INSTITUTIONS

Minor R. Miller

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AVA CONFERENCE
ORLANDO, FLORIDA
TUESDAY, DECEMBER 5, 1989

SUBJECT: APPRENTICESHIP/TRAINING IN CORRECTIONAL INSTITUTIONS

GOOD MORNING. I AM VERY PLEASED TO BE HERE WITH YOU THIS MORNING TO DISCUSS A TOPIC WHICH I BELIEVE IS VERY IMPORTANT TO THE FUTURE OF OUR NATION AND ITS HUMAN RESOURCES. IN PUTTING THIS PANEL TOGETHER WE HOPED TO APPROACH THE SUBJECT FROM 3 PERSPECTIVES. JERRY HUDDLESTON FROM THE STATE OF OKLAHOMA STANDPOINT; JERRY WONG FROM THE DEPARTMENT OF JUSTICE AND MORE SPECIFICALLY THE BUREAU OF PRISONS; AND MYSELF FROM THE NATIONAL STANDPOINT OF THE APPRENTICESHIP SYSTEM OF TRAINING.

FIRST, LET ME TOUCH ON THE FUTURE WORK FORCE OF OUR NATION BY THE YEAR 2000. I KNOW THE YEAR 2000 HAS BEEN WORKED TO DEATH SO ABOUT ALL I WILL SAY ON THAT IS THAT WE ALREADY KNOW WHO WILL OR MIGHT BE IN THE WORK FORCE AT THE TURN OF THE CENTURY. THEY HAVE ALL BEEN BORN. WE ALSO KNOW THAT SEVERE SHORTAGES IN THE WORK FORCE HAVE BEEN PROJECTED, PARTICULARLY, FROM SOME OCCUPATIONS AND AREAS. IN APPRENTICESHIP PROGRAMS WE

NOW ARE SEEING FEWER APPLICANTS FOR APPRENTICES AND THE QUALIFICATIONS THEY PRESENT ARE LOWER THAN IN PAST YEARS.

A FEW COMMENTS ON APPRENTICESHIP. THE NATIONAL APPRENTICESHIP ACT WAS PASSED BY THE CONGRESS IN 1937. APPRENTICESHIP IS ENTIRELY VOLUNTARY AND IS PRIMARILY PAID FOR BY THE PRIVATE SECTOR-BUSINESS AND IN SOME PART ORGANIZED LABOR. THERE ARE NO FEDERAL DOLLARS TO PAY FOR APPRENTICE TRAINING. TO SOME EXTENT, FUNDS FROM JTPA AND VOCATIONAL EDUCATION MAY BE USED TO PROVIDE FOR PRE-APPRENTICESHIP TRAINING AND TO COVER THE RELATED CLASSROOM INSTRUCTION.

THE ONLY FUNDS DIRECTLY AVAILABLE TO THE BAT IS FOR THE SUPPORT OF A SMALL STAFF ACROSS THE NATION. APPRENTICE TRAINING IS STRUCTURED ON-THE-JOB TRAINING COMBINED WITH RELATED CLASSROOM INSTRUCTION.

THERE ARE 27 STATES TO WHICH THE SECRETARY OF LABOR HAS GRANTED AUTHORITY TO DETERMINE WHETHER THE PROPOSED

STANDARDS OF A POTENTIAL PROGRAM SPONSOR MEETS THE FEDERAL REQUIREMENTS. BAT HAS SOME STAFF IN ALL OF THE STATES AND IN MANY OF THOSE 27 STATES SHARE THE WORK WITH STATE STAFF.

IN A RECENT STATE OF THE WORK FORCE ADDRESS BY SECRETARY DOLE, SHE STATED THAT AMERICA'S WORK FORCE IS IN A STATE OF UNREADINESS. SHE WENT ON TO DISCUSS SEVERAL PROPOSED ACTIONS TO BE UNDERTAKEN BY THE DEPARTMENT. SHE STATED THAT HER PROPOSALS ARE ABOUT PARTNERSHIP NOT PARTISANSHIP - ABOUT POLICY NOT POLITICS - ABOUT SETTING GOALS, NOT PLACING BLAME.

WELL, YOU MIGHT SAY WHAT DOES ALL OF THAT HAVE TO DO WITH CORRECTIONAL INSTITUTIONS. WE HAVE BEEN INVOLVED IN ASSISTING FEDERAL AND STATE GOVERNMENTAL AGENCIES IN DEVELOPING APPRENTICESHIP PROGRAMS IN CORRECTIONAL FACILITIES FOR THE PAST SEVERAL YEARS. THESE INCLUDE BOTH FEDERALLY OPERATED AND STATE OPERATED INSTITUTIONS. CURRENTLY, WE HAVE OVER 125 APPRENTICESHIP PROGRAMS SET UP ACROSS THE NATION. I DON'T HAVE AN EXACT FIGURE BUT THERE ARE SEVERAL THOUSAND PERSONS PARTICIPATING IN THOSE PROGRAMS.

SOME OF THE PROGRAMS ARE FOR INMATES ONLY, SOME FOR CORRECTIONS FACILITIES STAFF AND MANY FOR BOTH. THE STATE OF CALIFORNIA RECENTLY ESTABLISHED A STATEWIDE PROGRAM OF APPRENTICESHIP FOR BOTH INMATES AND STAFF. THEY WILL HAVE 5,000 TO 7,000 APPRENTICES PARTICIPATING EACH YEAR. OTHER STATES ALSO HAVE STATEWIDE PROGRAMS E.G., MARYLAND, TENNESSEE, TEXAS. WE ALSO HAVE PROGRAMS IN FEDERAL INSTITUTIONS SUCH AS FORT LEAVENWORTH, KANSAS; AND WOMEN'S CORRECTIONAL FACILITY AT ALDERSON, WEST VIRGINIA. A MEAT PACKING PLANT OUTSIDE ONE FEDERAL PRISON PROVIDES MEAT FOR SEVERAL PRISON FACILITIES. WE HAVE AN APPRENTICESHIP PROGRAM OPERATED BY THEM AND THE PRISON WHEREBY THE INMATES ARE TRANSPORTED TO THE PACKING FACILITY FOR THEIR ON-THE-JOB TRAINING. IN ANOTHER INSTANCE THERE IS A PLANT NEAR A PRISON FACILITY THAT PRODUCES WIRING FOR ELECTRONICS USE. PRISON INMATES GO TO THE PLANT FOR THEIR ON-THE-JOB TRAINING AND ONCE THEY ARE RELEASED THEY ARE GIVEN FULL TIME JOBS OR PERMITTED TO COMPLETE THEIR APPRENTICESHIP.

I GUESS WE ALL LIKE TO TELL OF OUR SUCCESS STORIES. THERE ARE SOME HERE. AN INMATE IN A MICHIGAN PRISON

COMPLETED HIS APPRENTICESHIP AS AN ELECTRICIAN. UPON HIS RELEASE HE WAS REUNITED WITH HIS FAMILY AND WENT TO WORK FOR GENERAL MOTORS. HE DEMONSTRATED MUCH CAPABILITY AND GM SENT HIM ON THROUGH ELECTRONICS INSTRUCTION. HE BECAME A MANAGER IN THE GM PLANT. ONE LADY WHO WAS ENROLLED IN AN APPRENTICESHIP PROGRAM AT ALDERSON CAME UP FOR RELEASE BEFORE SHE HAD COMPLETED HER APPRENTICESHIP; SHE ASKED TO REMAIN IN PRISON FOR ANOTHER 6-MONTHS SO SHE COULD COMPLETE THAT APPRENTICESHIP.

WHAT ARE SOME OF THE PROBLEMS?

- THE FEDERAL REGULATIONS REQUIRE THAT A PROGRESSIVE WAGE SCALE AS A PERCENTAGE OF THE JOURNEYWORKER RATE BE ESTABLISHED FOR APPRENTICES. OBVIOUSLY, PRISON INMATES DO NOT RECEIVE THE MINIMUM WAGE. OR JOURNEYMAN RATE. WE HAVE TO WORK OUT A WAIVER ARRANGEMENT FOR THAT PROVISION.

- SOME STATES REQUIRE THAT THE RELATED CLASSROOM INSTRUCTION BE PROVIDED THROUGH VOCATIONAL

EDUCATION OR COMMUNITY COLLEGE FACILITIES. OTHER ARRANGEMENTS MUST BE MADE FOR PRISON INMATES.

- THE ADMINISTRATION OF THE PROGRAM ALSO PRESENTS SOME PROBLEMS. ONE OF THE WAYS IT HAS BEEN WORKED OUT IS TO SET UP AN APPRENTICESHIP COMMITTEE WHICH USUALLY CONSISTS OF A REPRESENTATIVE FROM THE FEDERAL OR STATE CORRECTION DIVISION, PAROLE COMMISSION, STATE DEPARTMENT OF EDUCATION, AND THE BUREAU OF APPRENTICESHIP AND TRAINING AND/OR THE STATE APPRENTICESHIP AGENCY.

- ANOTHER IS THE TRANSFER OF INMATES FROM ONE CORRECTIONAL FACILITY TO ANOTHER. THE NEW FACILITY MAY NOT HAVE AN APPRENTICESHIP PROGRAM OR A PROGRAM FOR THAT PARTICULAR OCCUPATION. AT ALDERSON THEY ARE CHANGING IT TO A SHORTER TERM FACILITY.

I THINK THAT THIS GIVES YOU SOME IDEA OF THE COORDINATION AND COOPERATION THAT IS NEEDED BY A LOT OF ORGANIZATIONS OR AGENCIES, OR PEOPLE.

FOR EXAMPLE IN PHILADELPHIA THERE IS A CHAPTER OF CAREER FOR COMMUNITY CORRECTIONS TRAINING PROGRAM WHICH IS SPONSORED IN PART BY THE U.S. JUSTICE DEPARTMENT. THAT ORGANIZATION IS DESIGNED TO ASSIST INDIVIDUALS WHO HAVE BEEN PAROLED FROM FEDERAL PRISONS TO START NEW CAREERS. THE BAT WAS ABLE TO INTEREST FIVE ELECTRICAL CONTRACTORS IN THE AREA TO JOIN IN AN APPRENTICESHIP PROGRAM.

THE STATE DEPARTMENT OF EDUCATION ASSISTED IN SETTING UP INSTRUCTION TRAINING.

I GUESS WHAT I AM TRYING TO SAY IS THAT THERE IS NO ONE SET WAY OR SPECIFIC APPROACH TO SETTING UP AN APPRENTICESHIP PROGRAM FOR A CORRECTIONAL INSTITUTION. IT TAKES HARD WORK AND A LOT OF GIVE AND TAKE. THERE ARE A LOT OF "TURFDOMS" TO BE OVERCOME.

I BELIEVE THAT SUCH APPRENTICE TRAINING, HOWEVER, IS WORTH THE EFFORT. FOR EXAMPLE, THE UNIVERSITY OF OKLAHOMA DID A STUDY ON THE RETURN OF PRISONERS FOR COMMITTING A SECOND CRIME. THE RETURN RATE OVERALL

WAS A LITTLE OVER 75% WHEREAS THE RETURN RATE FOR THOSE WHO HAD PARTICIPATED IN A TRAINING PROGRAM THE RATE WAS UNDER 25%, I DON'T KNOW WHAT THE COST IS FOR MAINTAINING A PERSON IN PRISON BUT I HAVE SEEN FIGURES OF $15,000 TO $20,000 OR MORE PER YEAR. WHEN YOU CONSIDER THOSE COSTS IT DOESN'T TAKE MUCH IMAGINATION TO FIGURE OUT THAT THE TRAINING OF INMATES CAN BE VERY COST EFFECTIVE. NOT ONLY IS IT COST EFFECTIVE BUT IT WILL HELP IN MEETING THE SKILLED WORKER DEMANDS IN THE YEAR 2000 AND BEYOND.

SECRETARY DOLE HAS REFERRED TO THE "SKILLS GAP" BETWEEN THE SKILLS EMPLOYERS REQUIRE AND THE SKILLS JOB SEEKERS POSSESS. SHE INDICATED THE CONSEQUENCES OR RESULTS FROM FAILURE TO CLOSE THAT SKILLS GAP ARE:

- AN ABSOLUTELY UNACCEPTABLE LEVEL OF YOUTH UNEMPLOYMENT AND

- THE THREAT TO AMERICA'S CONTINUED PROSPERITY AND ECONOMIC GROWTH.

WITH MORE AND MORE YOUNG PERSONS BEING IMPRISONED I BELIEVE THAT WE AS A NATION NEED TO WORK TOGETHER TO TRAIN THEM AND ASSIST THEM IN DEVELOPING SKILLS TO ENABLE THEM TO GET BACK INTO THE MAINSTREAM OF SOCIETY AND INTO THE WORK FORCE OF THE FUTURE.

I THANK YOU FOR THIS OPPORTUNITY AND SOLICIT YOUR SUPPORT AND ASSISTANCE.